

This report is an EXCERPT from the:

Iowa Criminal and Juvenile Justice Plan

1998 Update

CJJP Division of Criminal & Juvenile Justice Planning
Iowa Department of Human Rights

February, 1998

Restorative Justice

Community Policing

Electronic Monitoring
System

Substance Abuse
Treatment

Probation Entries To
Prison

Prison Population
Forecast
UPDATED! - SEE PUBLICATIONS -
RECENT REPORTS

Intermediate Criminal
Sanctions Plan

Equality In The Courts
Task Force

Sentencing Reform

Juvenile Justice
Comprehensive Strategy

Iowa Criminal and Juvenile Justice Plan -- 1998 Update

ABOUT THE REPORT

Pursuant to Iowa Code 216A, subchapter 9, CJJP is required to issue an annual report containing long-range systems goals, special issue planning recommendations and research findings. CJJP's 1998 response to its reporting requirement is replicated in the manner of the distribution of the 1997 Update. Again this year, CJJP is issuing one large document which contains many separate reports. Single-issue 1998 Update reports will be made available based on reader interest and need.

Having utilized this disseminating approach of CJJP research and reports in 1997, it proved to be cost effective and responsive to the planning activities and information needs of Iowa's policy makers, justice system officials and others.

On the cover of this document is a listing of various topics that are the subject of separate CJJP reports issued in February 1998. To receive other 1998 reports, please contact CJJP as indicated below.

Through the oversight of both the Iowa Juvenile Justice Advisory Council and the Iowa Criminal and Juvenile Justice Planning Advisory Council, CJJP staff are engaged in a variety of research, data analysis, program and policy planning and grant administration activities. Annually, these two advisory councils review long-range justice system goals and identify current issues of concern to be addressed through CJJP's research and planning activities.

Reports on the issues listed below are being issued through CJJP's 1998 Update and are the result of the planning activities of the Iowa Criminal and Juvenile Justice Planning Advisory Council (CJJ PAC) and the Iowa Juvenile Justice Advisory Council (JJAC). A number of this year's reports contain council recommendations. Please note these recommendations were approved by CJJPAC.

- | | |
|---------------------------------------|--|
| ● Restorative Justice | ● Prison Population Forecast |
| ● Community Policing | ● Intermediate Criminal Sanctions Plan |
| ● Electronic Monitoring System | ● Equality in the Courts Task Force |
| ● Substance Abuse Treatment | ● Sentencing Reform |
| ● Probation Entries to Prison | ● Juvenile Justice Comprehensive Strategy |

Note: Several of the study issues contain information on the various initiatives being conducted in Iowa's eight judicial districts. A map of these districts is located in Appendix A of this report. This map will accompany those individual reports where a judicial district is identified within its contents.

A number of CJP staff were involved in the research and writing of the reports being issued through this 1998 Update. Primary authorship or significant contributions were as follows:

Richard Moore: CJP Administrator

Clarence Key, Jr.: “Restorative Justice”
“Community Policing”
“Electronic Monitoring System”
“Substance Abuse Treatment”
“Intermediate Criminal Sanctions Plan”
“Equality in The Courts Task Force”
“Sentencing Reform”

Lettie Prell: “Probation Entries to Prison”
“Prison Population Forecast”

Laura Roeder: “Prison Population Forecast”

The state prison population forecast was made possible through partial funding by the U.S. Department of Justice, Bureau of Justice Statistics and their program for State Statistical Analysis Centers. Points of view or opinions expressed in this report are those of the Division of Criminal and Juvenile Justice Planning, and do not necessarily reflect official positions of the U.S. Department of Justice.

TO RECEIVE ADDITIONAL CJP 1998 UPDATE REPORTS

Reports on the issues listed on the previous page can be obtained by contacting CJP:

Division of Criminal and Juvenile Justice Planning
Iowa Department of Human Rights
Lucas State Office Building
Des Moines, Iowa 50319

Phone: 515-242-5823
Fax: 515-242-6119
email: cjp@max.state.ia.us

AVAILABILITY OF RELATED REPORTS:

The following CJP reports are being released at this time separately from the Plan Update. To receive copies of the below listed reports, contact CJP as described above.

- “Delinquency Resource Guide”, Dave Kuker, CJP, 1998
- “Juvenile Crime Prevention Community Grant Fund Program”, Dave Kuker, 1998

MULTI-YEAR GOALS

INTRODUCTION

Iowa Code Section 216A.135 requires the Criminal and Juvenile Justice Planning Advisory Council (CJJPAC) to submit a long-range plan for Iowa's justice system to the Governor and General Assembly every five years. The first plan developed after the creation of the Division of Criminal and Juvenile Justice Planning was issued in 1990 and annually updated through 1994. Since 1992, appropriation law has required the CJJPAC to coordinate their planning activities with those of the Iowa Juvenile Justice Advisory Council (JJAC).

In 1995, these two councils developed a new plan consisting of a set of long-range justice system goals to assist policy makers and justice system practitioners as they plan and operate the justice system through the next twenty years. The statutory mandate for such long-range planning requires the identification of goals specific enough to provide guidance, but broad enough to be of relevance over a long period of time. The long-range goals adopted by these councils cover a wide variety of topics and attempt to offer a framework within which current practices can be defined and assessed. Collectively, these long-range goals are meant to provide a single source of direction to the complex assortment of practitioners and policy-makers whose individual concerns and decisions, collectively, define the nature and effectiveness of Iowa's justice system.

The twenty-year goals established in 1995 will be reviewed throughout the councils' statutorily defined five year planning period. They are presented again this year and will continue to be repeated until the councils' next five-year plan is due in the year 2000 or until their direction is deemed inappropriate or unnecessary. The goals presented and discussed below are meant to facilitate analyses and directions for the following areas of justice system issues and concerns:

PLANNING AREAS:

- **VIOLENCE REDUCTION AND CRIME PREVENTION**
- **PUBLIC CONFIDENCE IN THE JUSTICE SYSTEM**
- **MINORITY OVERREPRESENTATION IN THE JUSTICE SYSTEM**
- **COORDINATION OF GOVERNMENT RESPONSIBILITIES AND SYSTEM OPERATIONS**
- **INFORMATION SYSTEMS -- PLANNING AND MONITORING**
- **TECHNOLOGY**
- **SANCTIONS, SUPERVISION, TREATMENT AND SERVICES FOR ADULT OFFENDERS**
- **SANCTIONS, SUPERVISION, TREATMENT AND SERVICES FOR JUVENILE OFFENDERS**

To update the 1995 Plan, the CJJPAC and the JJAC directed staff to conduct new research and continue several initiatives during 1998. Following the review of the many studies, planning efforts, policy debates and other developments now underway in Iowa's justice system, the following concerns and initiatives were selected as most appropriate for the development of 1998 reports and recommendations:

1998 REPORTS:

Promising Approaches in dealing with Criminal Offenders

Restorative Justice

Community Policing

Electronic Monitoring System

Study Issues

Substance Abuse Treatment
Probation Entries to Prison
Prison Population Forecast

Systemic Planning and Development Activities/Updates

Intermediate Criminal Sanctions Plan
Equality in the Courts Task Force/Criminal Issues Committee/
Disproportionate Incarceration Rate of African Americans
Sentencing Reform
Juvenile Justice Comprehensive Strategy

Concerns and developments within these areas are considered by the councils to be of particular importance to the planning and administration of the justice system over the next several years. Much attention is being devoted to these areas, and it is the councils' hope that the information presented in this report will be of help as they and others continue to plan and implement system improvements around these areas.

LONG-RANGE JUSTICE SYSTEM GOALS FOR IOWA

No single goal adopted by the CJJPAC and the JJAC and presented below is meant to take precedence over another. Just as the justice system is a complex system of many interrelated and overlapping components, these long-range goals should be viewed collectively as complementary to each other. In developing this plan, the CJJPAC and the JJAC determined that such interrelated goals should be established to guide decision-making in the following issue areas:

VIOLENCE REDUCTION AND CRIME PREVENTION

GOAL: TO ESTABLISH IOWA AS THE STATE WITH THE LOWEST VIOLENT AND PROPERTY CRIME RATES IN THE NATION.

Achieve and maintain this status by preventing crime and reducing crime levels through:

- Community-specific crime prevention and early intervention leadership, plans and activities involving public officials, service organizations and community coalitions to address:
 - ◇ DOMESTIC VIOLENCE
 - ◇ CHILD ABUSE
 - ◇ SUBSTANCE ABUSE
 - ◇ TEEN PREGNANCY
 - ◇ PARENTING SKILLS AND FAMILY STABILITY
 - ◇ CITIZEN AND NEIGHBORHOOD EMPOWERMENT
 - ◇ TRUANCY AND DROPOUTS
 - ◇ MENTAL HEALTH SERVICE NEEDS
 - ◇ CRIMINAL GANG ACTIVITIES AND YOUTH PARTICIPATION IN GANGS
 - ◇ UNEMPLOYMENT
 - ◇ ECONOMIC OPPORTUNITIES
 - ◇ ILLITERACY
 - ◇ HOMELESSNESS
- Coordination of state, county and local law enforcement efforts that assures an appropriate sharing of costs, resources and intelligence information for crime prevention, criminal investigations and the apprehension of law violators.
- Defining, structuring, implementing and evaluating a continuum of sanctions and an array of services for adult offenders, delinquents and their families in their home communities that promote law-abiding behavior, family stability and community responsibility.
- Defining, structuring, implementing and evaluating monitoring practices that manage the risks presented by those delinquents and adult offenders providing community service and restitution or receiving community-based sanctions, education, training or counseling.
- Defining, structuring, implementing and evaluating a limited number of secure and other highly structured treatment facilities for a targeted group of delinquents selected according to their need for specialized services and their risk of reoffending.
- Developing and implementing policies and practices that assure the availability of jail and prison space to incapacitate habitual serious offenders and violent criminals.

PUBLIC CONFIDENCE IN THE JUSTICE SYSTEM

GOAL: TO ESTABLISH STRONG PUBLIC OPINION THAT THE JUSTICE SYSTEM IS OPERATING EFFICIENTLY AND EFFECTIVELY.

Public opinion could be affected through:

- Visible enhancement of efforts to improve system efficiency and effectiveness.
- Acknowledgment and acceptance of a responsibility to educate the public (by elected officials, system practitioners, the media and others) of the inherent limitations of a system largely designed to react to individual's and society's problems and shortcomings.
- Better identification, documentation and reporting of effective policies, programs and sanctions.
- Increased likelihood of sanctions that hold offenders accountable and provide restitution to their victims and their communities.
- Increased likelihood of sanctions and offender programming, services and treatment that reduce repeat offending.
- Statewide consensus on appropriate sentence lengths, terms of imprisonment and the retributive and punitive nature of other sanctions.
- Increased citizen participation in the system through community and neighborhood crime prevention groups, use of volunteers in system agencies, and public participation in the development and review of system policies and activities.
- Better reporting and increased awareness of actual volume and nature of crime in Iowa.
- Increased victim supports and participation in the system.

MINORITY OVERREPRESENTATION IN THE JUSTICE SYSTEM

GOAL: TO HAVE ALL ASPECTS OF THE JUSTICE SYSTEM FREE OF BIAS, PERCEIVED BIAS AND DISPARATE TREATMENT OF OFFENDERS, VICTIMS OR WITNESSES.

Bias within the justice system has been documented or has been perceived to exist throughout system components and proceedings. Elimination of bias and the perception of bias can be sought through:

- Increased citizen participation in the system through community and neighborhood crime prevention groups, use of volunteers in system agencies and public participation in the development and review of system policies and activities.
- Increased public awareness of system policies, practices, operations and limitations.
- Appropriate and ongoing training of system officials and agency personnel.
- Development and strengthening of state, local and agency policies and practices that assure equality in offenders' and alleged offenders' exposure and access to the justice system's many and varied types of procedures, sanctions, levels of supervision, services and treatment.
- Development of supervision approaches, treatment programs and other services culturally and environmentally specific and appropriate to meet the needs of persons with diverse cultural backgrounds and life-styles.
- Recruitment and retention of minority persons in all levels of employment and volunteer activities throughout the justice systems.
- Identification and monitoring of statewide, local and agency-specific indicators of bias to enhance public awareness.
- Demonstration of efforts to eliminate bias in the justice system as a model for improving other social systems and institutions (e.g. education, child welfare, employment services, income assistance, substance abuse, mental health, economic development, etc.) whose effectiveness affects the size and nature of the justice system's case load.

COORDINATION OF GOVERNMENT RESPONSIBILITIES AND SYSTEM OPERATIONS

GOAL: TO ESTABLISH COMMUNITY-LEVEL PLANS AND ACTIVITIES THAT ASSURE EQUITABLE AND VIABLE JUSTICE SYSTEM SANCTIONS AND SERVICES THROUGH STATE POLICIES THAT PROMOTE EFFICIENT AND EFFECTIVE:

- **DISTRIBUTION OF RESPONSIBILITIES AMONG LOCAL, COUNTY, STATE, EXECUTIVE AND JUDICIAL BRANCHES OF GOVERNMENT;**

- **COORDINATION OF ALL COMPONENTS OF THE CRIMINAL AND JUVENILE JUSTICE SYSTEM; and,**

- **COORDINATION AMONG THE JUSTICE SYSTEM AND OTHER SOCIAL AND GOVERNMENTAL SYSTEMS AND INSTITUTIONS.**

The list found below describes justice system components and responsibilities with interrelated purposes. The responsibilities for funding, administering and otherwise overseeing these components are now spread among the various branches and units of government. No readily visible, unifying principles or mandates assure their integration. Decisions may be made within one component that have a major impact on other components, but such impact may be either unforeseen or not planned for. Such a lack of coordination may occur at both the specific-case level and within local, regional and state level planning and policy development activities.

The funding and operational responsibilities for some of these components are currently undefined. For others, responsibilities may be shared to varying degrees by a number of governmental units. Still others may be administered unilaterally within narrow applications of component-specific mandates. Justice system components:

- Crime Prevention Programs and Services
- Early Intervention Programs and Services
- Law Enforcement
- Prosecution
- Defense
- Adjudication, Sentencing and Dispositions
- Victim Services
- Delinquency Intake and Waiver Proceedings
- Juvenile Diversion Programs and Services
- Juvenile Detention
- Case Management and Community Supervision of Delinquents
- Placement & Non-placement Programs and Services for Delinquents
- Adult Offender Diversion Programs and Services
- Pre-trial Release Procedures, Programs and Services
- Pre-trial Confinement in Jails and Lockups

- Case Management and Community Supervision of Adult Offenders
- Community-based Programs and Services for Adult Offenders
- Jails and [sentenced] Inmate Programming and Services
- Prisons and Inmate Programming and Services
- Probation Revocation Procedures
- Prison, Probation and Jail Release Procedures
- Parole Revocation Procedures

The decision-makers and various operational activities within some components of the justice system are, in many ways, the same for the criminal justice system and the juvenile justice system (e.g. crime prevention, law enforcement, prosecution, etc.). Many policies and components of the justice system, however, are unique to one or the other of these two related systems. ***Achieving the coordination of all components of the justice system will require additional intergovernmental and multi-agency efforts to plan and manage the interaction of programs and policies within and between the criminal and the juvenile justice systems.***

Both the criminal and the juvenile justice systems rely to a great extent on the resources and programs of other social and governmental systems and institutions to provide treatment and other services to offenders and victims and to support agency operations. Also, the justice system often intervenes in situations involving interactions among other systems' programs, services and clients. ***Equally important as a coordinated justice system is a justice system whose policies and practices are coordinated with the policies and practices of other governmental systems, including:***

- Education
- Public Health
- Mental Health, Mental Retardation and Developmental Disabilities
- Civil Rights
- Employment & Job Training
- Substance Abuse
- Public Welfare
- Child Abuse and Neglect

It is at the community level where system inefficiencies and ineffectiveness are most visible, and it is at the community level where the best chance exists for achieving true coordination of activities. ***State and county policies controlling funding, programs and operations should empower communities to develop and support coordinated approaches that are efficient and effective and that are consistent with the statewide goals of assuring equitable and viable justice system sanctions and services.*** Officials and agencies should be given the authority, responsibility and resources to accomplish these goals at the community level.

INFORMATION SYSTEMS—PLANNING AND MONITORING

GOAL: TO ESTABLISH INTEGRATED JUSTICE SYSTEM INFORMATION REPORTING CAPABILITIES AND PROCEDURES THAT PROVIDE PRACTITIONERS, OFFICIALS AND POLICY MAKERS WITH THE INFORMATION THEY NEED TO CARRY OUT THEIR RESPONSIBILITIES AND TO MONITOR AND EVALUATE JUSTICE SYSTEM POLICIES AND PROGRAMS.

Information systems to more fully develop, improve and integrate:

- Incident-Based Uniform Crime Reports
- Criminal History Records
- Prosecution Activities and Outcomes
- Iowa Court Information System
- Department of Corrections Information Systems
- Department of Human Services Information Systems
- Division of Substance Abuse and Health Promotion Information Systems
- Other

Information needed from data systems:

Case-specific data for:

- Investigations and arrests
- Background checks
- Release/custody decisions
- Adult court charging and sentencing decisions
- Juvenile court intake and disposition decisions
- Supervision, service and treatment planning and monitoring
- Program and service eligibility determinations
- Other

State, local and program-specific aggregate data for:

- Budget development and resource allocation
- Policy & program evaluation and monitoring
- Other

TECHNOLOGY

GOAL: TO UTILIZE ADVANCED TECHNOLOGIES THAT MAXIMIZE EFFICIENCY, SUPPORT PROGRAM AND POLICY EVALUATIONS AND PROMOTE EFFECTIVE AND EQUITABLE JUSTICE, SERVICES, AND PUBLIC PARTICIPATION.

System operations include:

- Investigation and discovery
- Court proceedings
- Incarceration and detention
- Offender supervision, services and treatment
- Fine assessment and collection
- Victim services and treatment
- Mediation services
- Witness assistance
- Jury selection and support
- Community crime prevention and public participation
- Administration, planning, evaluation and monitoring
- Other

Advanced technology areas:

- Data collection, management and reporting
- Communications
- Transportation
- Forensics
- Surveillance, monitoring and supervision
- Crime prevention through environmental design
- Office and facility operations
- Planning and evaluation methodology
- Education and training for:
 - ◊ offenders
 - ◊ system officials and practitioners
 - ◊ citizen groups and general public

SANCTIONS, SUPERVISION, TREATMENT, AND SERVICES FOR ADULT OFFENDERS

GOAL: TO ADMINISTER SANCTIONS, SUPERVISION, TREATMENT AND SERVICES FOR ADULT OFFENDERS THAT ARE EQUALLY ACCESSIBLE AND APPLIED CONSISTENTLY ACROSS THE STATE AND THAT HAVE BEEN DOCUMENTED AS EFFECTIVE IN THEIR ABILITY TO:

- **DETER OFFENDERS AND POTENTIAL OFFENDERS FROM ENGAGING IN FUTURE CRIMINAL BEHAVIOR;**

- **PROTECT THE PUBLIC AND MANAGE OFFENDER RISKS IN A COST EFFECTIVE MANNER USING LEAST RESTRICTIVE, APPROPRIATE MEASURES;**

- **PROVIDE ADULT OFFENDERS WITH THE REQUIREMENT AND OPPORTUNITY TO MAKE REPARATION TO THEIR VICTIMS; and,**

- **PROVIDE ADULT OFFENDERS THE OPPORTUNITY TO MAINTAIN, REGAIN OR ACHIEVE THE CAPACITY TO REMAIN IN, OR RETURN TO, THE GENERAL POPULATION AS LAW ABIDING, CONTRIBUTING CITIZENS.**

Achieving this goal will involve the continuation or development of a variety of activities and initiatives:

- Determining the relative deterrent effects of sanctions with different conditions, intensities and time periods (jail, prison, probation monitoring and programming, intensive supervision, community service, fines, etc.) and determining how such deterrent effects vary for people with different backgrounds, education and skill levels, impulse control and rational-thinking capacities, ties to family and community, etc.
- Establishing or strengthening risk assessment and risk management procedures for all stages of justice system decision-making.
- Defining, structuring and supporting the use of intermediate sanctions and improving offender assessment and monitoring tools to help court, parole, and correctional officials select and provide sanctions, supervision, treatment and other services that are appropriate to offenders' needs and the public safety risks they present.
- Ongoing review and improvement of the ability of prisons and jails to serve as deterrents, to incapacitate habitual repeat offenders and violent predators, and to provide treatment and services needed by incarcerated offenders who will be returning to the general population to increase their skills and capacities to be law abiding, contributing citizens.

- Expanding current capacity to evaluate the effectiveness of sanctions, supervision and monitoring procedures, offender treatment and other services.
- Enhancing prison and jail work programs to provide inmates with income with which to make restitution, and strengthening community-based programs' activities to facilitate offender restitution, community service and other forms of victim/community reparation.
- Providing initial, ongoing and coordinated training for the system's many officials and practitioners to facilitate system improvements and to encourage more effective integration of system components.

SANCTIONS, SUPERVISION, TREATMENT AND SERVICES FOR JUVENILE OFFENDERS

GOAL: TO ADMINISTER SANCTIONS, SUPERVISION, TREATMENT AND SERVICES FOR JUVENILE OFFENDERS THAT ARE EQUALLY ACCESSIBLE ACROSS THE STATE AND THAT HAVE BEEN DOCUMENTED AS EFFECTIVE IN THEIR ABILITY TO:

- **DETER JUVENILE OFFENDERS AND POTENTIAL OFFENDERS FROM ENGAGING IN FUTURE CRIMINAL BEHAVIOR;**

- **PROTECT THE PUBLIC AND MANAGE OFFENDER RISKS IN A COST EFFECTIVE MANNER USING LEAST RESTRICTIVE, APPROPRIATE MEASURES;**

- **PROVIDE JUVENILE OFFENDERS WITH THE REQUIREMENT AND OPPORTUNITY TO MAKE REPARATION TO THEIR VICTIMS; and,**

- **ASSURE THAT JUVENILE OFFENDERS RECEIVE THE PROTECTION, TRAINING, DISCIPLINE, BASIC LIVING NECESSITIES AND CARE AND TREATMENT GUARANTEED ALL CHILDREN IN IOWA.**

Achieving this goal will involve the continuation or development of a variety of activities and initiatives:

- Determining the relative deterrent effects that sanctions with different conditions, intensities and time periods have on children and youth (group placement and treatment facilities, State Training School, probation monitoring and programming, intensive supervision, community service, restitution, waivers to adult court, etc.) and determining how such deterrent effects vary for children and youth with different backgrounds, education and skill levels, impulse control and rational-thinking capacities, ties to family and community, etc.
- Establishing or strengthening risk assessment and risk management procedures for all stages of juvenile justice system decision-making.
- Defining, structuring and supporting the use of a range of community-specific early intervention services and dispositional options and improving assessment and monitoring tools to help the court and human service officials select and provide supervision, treatment and other services to juveniles and their families that are least restrictive and appropriate to the needs of juvenile offenders and to the public safety risks they present.

- Expanding current capacities to evaluate the effectiveness of sanctions, supervision and monitoring procedures, treatment and other services to juveniles and their families.
- Strengthening efforts in cases involving both placement and non-placement supervision and services to facilitate restitution, community service and other forms of victim/community reparation.
- Developing policies, procedures and funding approaches that allow for offender-specific continuity between the juvenile justice and adult correctional systems of supervision, treatment and services.
- Providing initial, ongoing and coordinated training for the system's many officials and practitioners to facilitate system improvements and to encourage more effective integration of system components.
- Providing training to community members to assist them identify community risks and protective factors related to juvenile delinquency, and to aid their efforts to reduce risks, strengthen protective factors, prevent juvenile crime and respond appropriately to the needs of their children and youth.

HOW CAN THESE GOALS BE ATTAINED?

As was stated when these goals were first introduced, many officials, practitioners and others will need to agree with these goals and work towards them cooperatively. This report, however, is primarily intended to serve as a guide to the Governor and General Assembly as they continue to respond to proposals and to develop initiatives to address immediate justice system issues and concerns. The goals were developed in recognition of much-publicized concerns and debates over crime and delinquency; they are offered to provide the state with a long-range vision with which to view the appropriateness of proposed reactions to current concerns.

When these goals were first established in 1995, it was recommended that no justice system policy or program change be made without a documented consideration of the extent to which the change will assist, and not hinder, the state's ability to attain these long-range goals. Because this has not occurred, the above information accompanying each goal statement is repeated again this year with the hope that it will assist decision makers as they seek funding priorities and policy and program initiatives to achieve comprehensive, long-term system improvements and a more effective criminal and juvenile justice system.

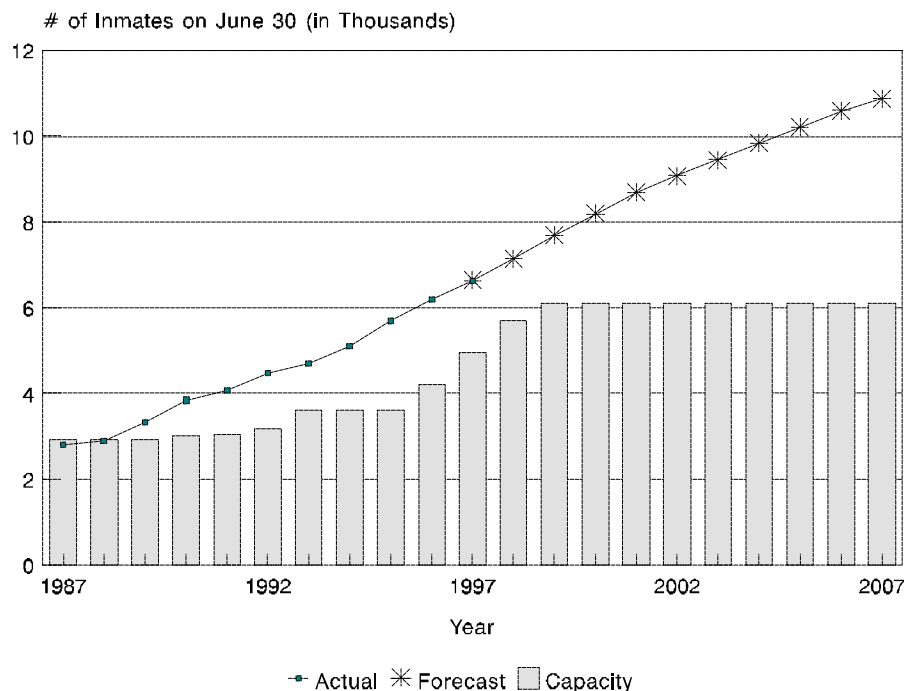
STUDY ISSUE
CORRECTIONAL POLICY PROJECT REPORT
IOWA PRISON POPULATION FORECAST

FORECAST FOR FY1998 - FY2007

If current justice system trends, policies and practices continue, Iowa's prison population may be expected to increase from 6,636 inmates on June 30, 1997 to about 10,870 inmates on June 30, 2007, or by about 64% over the ten-year period. In the previous ten years (FY87 - FY97), Iowa's prison population grew by about 138%.

According to the U.S. Bureau of Justice Statistics, Iowa had the fifth largest percent increase in prison population among the states between 1991 and 1996.¹ Iowa tied with Hawaii as the fifth most crowded state prison system at yearend 1996.² While current prison construction efforts, when completed, will help relieve overcrowding in the short-term, by midyear 2007 Iowa's prison system is projected to face record overcrowding, if trends continue and if no further measures are taken to address this issue.

Midyear Prison Populations
Actual & Forecast



¹ Bureau of Justice Statistics, U.S. Department of Justice, "Prisoners in 1996", June 1997 Bulletin, p. 5.

² *Ibid.*, p. 7. Statistics are based on highest capacity (whether rated capacity, operational capacity or design capacity). States with higher levels of overcrowding than Iowa were California, New Jersey, Pennsylvania and Virginia. Connecticut no longer reports capacity due to a law passed in 1995.

Mid-Year Prison Populations Actual And Forecast			Prison Capacity And Overcrowding	
Year	# Inmates June 30th	% Change	Prison Capacity	Population as % of Capacity
1987	2,789	---	2,918	95.6%
1988	2,890	3.6%	2,918	99.0%
1989	3,322	14.9%	2,918	113.8%
1990	3,842	15.7%	3,003	127.9%
1991	4,077	6.1%	3,045	133.9%
1992	4,485	10.0%	3,165	141.7%
1993	4,695	4.7%	3,603	130.3%
1994	5,090	8.4%	3,603	141.3%
1995	5,692	11.8%	3,603	158.0%
1996	6,176	8.5%	4,201	147.0%
1997	6,636	7.4%	4,951	134.0%
Forecast:				
1998	7,150	7.7%	5,701	125.4%
1999	7,695	7.6%	6,101	126.1%
2000	8,184	6.4%	6,101	134.1%
2001	8,685	6.1%	6,101	142.4%
2002	9,072	4.5%	6,101	148.7%
2003	9,445	4.1%	6,101	154.5%
2004	9,828	4.1%	6,101	161.1%
2005	10,213	3.9%	6,101	167.4%
2006	10,589	3.7%	6,101	173.6%
2007	10,870	2.7%	6,101	178.2%

FORECASTING THE PRISON POPULATION

Benefits of Forecasting

- To make some determination of the number of inmates that may be incarcerated at some point in the future, if current justice system trends, policies and practices continue
- To simulate alternative corrections futures based on specific changes in laws, policies and/or practices

Iowa's Forecasting Model

The prison population forecast and policy simulation model used by CJJP is a matrix which distributes Iowa's prison population over the projections period by quarter. There are three basic components of the model, as follows:

- **Projected Prison Admissions.** This is accomplished through analysis of historical prison admissions data, obtained from the Adult Corrections Information System (ACIS). Projected admissions are made for various offense classes and types of offenses (for example, Class C Violent Offenders, Class C Non-Violent Offenders, etc.) in two separate categories described below. Projections are accomplished

through ARIMA modeling, a statistical time series technique, with adjustments based on knowledge of justice system policies.

- **Projected Average Length of Stay.** This is accomplished through an annual data collection effort conducted by CJJP, utilizing ACIS information. Projected average lengths of stay are made for various offense classes and types of offenses in two separate categories described below.
- **Projected Releases of Offenders Who Are Incarcerated At the Onset of the Projections Period.** This is accomplished through analysis of the prison population at the beginning of the projections period.

Prison admissions and average length of stay data are analyzed within two broad categories based on the type of prison admission, as follows:

- **Forecast Category One** consists of new court-ordered commitments and probation revocations. Length of stay for this category is defined as time served in prison prior to first release (which may be parole, work release, expiration of sentence, etc.).
- **Forecast Category Two** consists of all other violators, including the following: a) offenders who had one or more prior, unsuccessful conditional releases on their current commitments; b) those revoked from OWI facility placement; and c) those selected for violator facility placement. Length of stay for this category is defined as time served in prison from the last admission (or readmission) to release (which may be parole, work release, expiration of sentence, etc.).

Iowa's prison population forecast is updated annually in order to take into consideration the most recent trends in prison admissions and average length of stay.

FACTORS AFFECTING GROWTH

The major trends contributing to this year's forecast are:

- A continued increase in prisoner length of stay for most groups of offenses; and
- A continued increase in prison admissions

These trends have been affecting Iowa's prison population throughout the 1990's, as shall be discussed below. Special sections highlighting trends for female offenders and drug offenders are also presented. For discussion of how probationers are affecting the observed growth in prison admissions, please see our separate report, *Probation Entries to Prison*.

Increased Prisoner Length Of Stay

- **About 57% of the projected increase in prisoners between FY97 and FY2007 may be attributed to policies and practices which have lengthened prison stays.** Based on an analysis which simulated what the prison population forecast would have been if prisoner length of stay had remained as it was in 1991, it was found that the forecast for June 30, 2007 would have been about 2,404 inmates lower than what is currently projected. (The total projected increase in prisoners from FY97 through

FY2007 is 4,234 inmates. Thus the projected increase of 2,404 inmates due to increases in length of stay is about 57% of the total projected increase).

- Increases in average length of stay were observed for most groups of offenders between 1991 and 1997, as shown below. (For an explanation of forecast categories one and two, please see previous section, *Iowa's Forecasting Model*).

Prisoner Average Length Of Stay			
Offense Class	1991	1997	Increase (Decrease)
Category One:			
*No Parole - Murder-2nd	120 Mos.	510 Mos.	390 Mos.
*No Parole - Other Class B	67 Mos.	255 Mos.	188 Mos.
*No Parole - Class C	31 Mos.	102 Mos.	71 Mos.
B Felony	67 Mos.	103 Mos.	36 Mos.
C Persons	31 Mos.	41 Mos.	10 Mos.
C Non-Persons	17 Mos.	25 Mos.	8 Mos.
D Persons	17 Mos.	22 Mos.	5 Mos.
D Non-Persons	10 Mos.	14 Mos.	4 Mos.
Other Felony	33 Mos.	43 Mos.	10 Mos.
Agg Misd Persons	9 Mos.	11 Mos.	2 Mos.
Agg Misd Non-Persons	7 Mos.	8 Mos.	1 Mos.
Serious Misd	6 Mos.	8 Mos.	2 Mos.
Drunk Driving Initial Stay	2 Mos.	3 Mos.	1 Mos.
Category Two:			
B Felony	25 Mos.	28 Mos.	3 Mos.
C Felony	17 Mos.	21 Mos.	4 Mos.
D Felony	9 Mos.	12 Mos.	3 Mos.
Other Felony	24 Mos.	35 Mos.	11 Mos.
All Misdemeanors	7 Mos.	9 Mos.	2 Mos.
Violator Placement	---	2 Mos.	---

Notes regarding length of stay:

- “No parole” groups marked with an asterisk (*) denote the **expected** length of stay of prisoners sentenced under Section 902.12, effective for persons committing certain violent crimes after July 1, 1996.
- “Drunk Driving Initial Stay” describes drunken drivers sentenced to prison who are awaiting placement at community-based treatment facilities.
- Other length of stay data are based on samples of released prisoners. These data differ from statistics on average time served generated by the Board of Parole, because: a) the above data include all types of releases, not just parole releases; b) the above data distinguish between first releases and re-releases; and c) the above data exclude jail credit and other time not spent within the prison system.

Increased Prison Admissions

- **About 43% of the projected increase in prisoners between FY97 and FY2007 may be attributed to increased prison admissions.** This is determined by subtracting the increase which may be attributed to longer prison stays, discussed in the previous section.
- Category One prison admissions are projected to increase from 2,697 admissions in FY97 to 3,453 admissions in FY2007, or by about 28%. Category Two admissions are expected to increase from 1,434 admissions in FY97 to 1,725 admissions in FY2007, or by about 20%. (For an explanation of forecast categories one and two, please see previous section, *Iowa's Forecasting Model*).
- Drug offenses were the most common offense among new prisoners admitted in FY97, as shown in the chart below. Admissions for this offense increased by 73% between FY90 and FY97, which is faster than the observed growth of 31% in total new admissions. Most of the increase in drug offenses this decade occurred within the past two years.
- In addition to drug offenses, admissions for assault, forgery, weapons, criminal mischief, prostitution, escape and kidnapping also increased more rapidly than total new admissions.

**New Prison Admissions By Offense Type
(New Court Commitments & Probation Revocations)**

	FY90	FY91	FY92	FY93	FY94	FY95	FY96	FY97	% Change FY90-97
Drug Offenses	303	235	319	369	340	338	466	523	73%
Theft	319	322	353	362	318	322	402	406	27%
Burglary	372	335	364	342	349	352	374	400	8%
Drunk Driving/Traffic	334	123	172	208	280	258	231	280	-16%
Assault	137	128	122	169	189	214	246	273	99%
Forgery/Fraud	138	129	134	126	158	216	223	226	64%
Sexual Abuse	183	212	224	205	251	232	212	206	13%
Robbery	83	74	79	85	111	114	111	84	1%
Weapons	20	28	37	43	55	69	91	79	295%
Murder/Manslaughter	56	66	77	45	48	56	57	72	29%
Criminal Mischief	24	24	43	35	30	32	34	34	42%
Prostitution/Pimping	11	17	34	16	21	29	29	23	109%
Escape/Flight	11	9	17	15	11	19	24	21	91%
Arson	20	28	18	23	16	32	18	20	0%
Kidnapping	10	12	9	8	18	17	10	15	50%
All Other Offenses	34	46	42	62	41	45	46	35	3%
Total New Admissions	2,055	1,788	2,044	2,113	2,236	2,345	2,574	2,697	31%

Source: Adult Corrections Information System (ACIS)

SPECIAL FOCUS: WOMEN IN PRISON

The proportion of female offenders to the total population remained fairly stable during the late 1980's and early 1990's (see chart below). However, in recent years, the proportion of women in prison increased markedly, from 4.8% of all prisoners at mid-year 1992, to 7.9% of all prisoners at mid-year 1997. The increase in female inmates has been more rapid than the growth in total inmates.

Iowa Inmate Populations at Midyear: 1987-97

<u>Year</u>	<u>Total Inmates</u>	<u># Women</u>	<u>% Women</u>
1987	2,789	132	4.7%
1988	2,890	134	4.6%
1989	3,322	181	5.4%
1990	3,842	204	5.3%
1991	4,077	221	5.4%
1992	4,485	217	4.8%
1993	4,695	262	5.6%
1994	5,090	307	6.0%
1995	5,692	395	6.9%
1996	6,176	447	7.2%
1997	6,636	521	7.9%
% Change, 1987-97	137.9%	294.7%	

Source: E-1 Reports

Female offender populations throughout the 1990's appear to be driven by trends in the following admitting offenses: drug offenses, forgery and theft. As shown in the chart below, the proportion of female offenders serving time for these crimes has grown more rapidly than for other types of offenses.

Lead Offenses of Mitchellville Inmates Populations on August 19, 1992 and May 7, 1997

<u>Lead Offense</u>	<u>19-Aug-92</u>		<u>7-May-97</u>		<u>% Change, 1992-1997</u>
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	
Drug Offense	30	16.4%	92	22.3%	206.7%
Forgery	17	9.3%	80	19.4%	370.6%
Theft	30	16.4%	70	17.0%	133.3%
All Other Offenses	106	57.9%	170	41.3%	60.4%
Total Inmates	183	100.0%	412	100.0%	125.1%

Source: ACIS

The proportion of women incarcerated for drug offenses, forgery/fraud and theft exceeded the proportion of male inmates serving time for these offenses on September 30, 1997. Please note that, while only about 31% of male inmates were serving time for these

offenses on September 30, nearly 58% of the female inmates were incarcerated for these crimes.

Male and Female Inmates, Selected Offenses
Population on September 30, 1997

<u>Most Serious Offense</u>	Males		Females	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
Drug Offense	1,001	16.1%	108	20.6%
Forgery/Fraud	606	9.7%	109	20.8%
Theft	310	5.0%	86	16.4%
All Other Offenses	4,300	69.2%	222	42.3%
Total Inmates	6,217	100.0%	525	100.0%

Source: ACIS

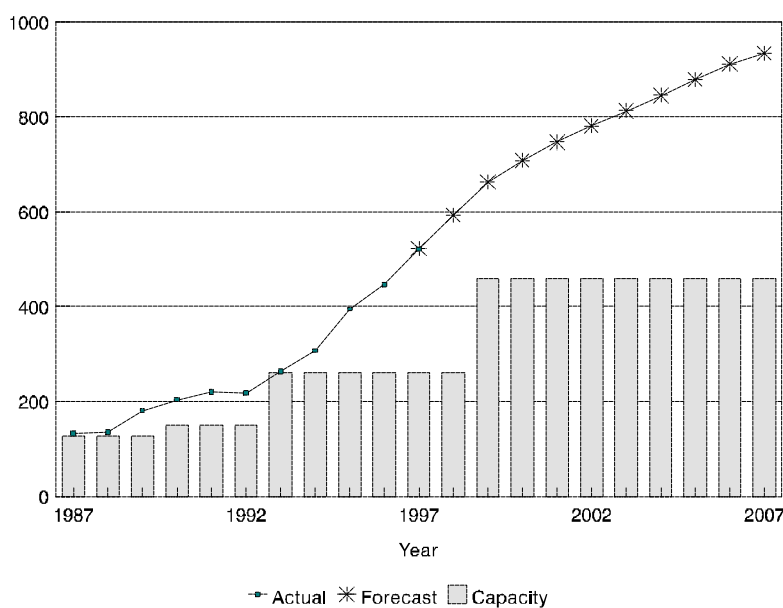
Given these trends, it appears reasonable to assume that female inmates will continue to comprise a growing percentage of the inmate population through mid-year 2007. Prior to this year, the numbers of female prisoners were too low to enable forecasting for this population. This year therefore represents a first attempt to provide information on the potential number of women that may be expected to be incarcerated in Iowa's prison system in the future.³ As shown below, if current trends continue, about 935 female prisoners may be expected to be incarcerated within Iowa's prison system by mid-year 2007. The charts on the following page document that overcrowding for the female inmate population is projected to become more severe than for the total Iowa inmate population.

Iowa Inmate Populations at Midyear: 1997-2007

<u>Year</u>	<u>Total Inmates</u>	<u># Women</u>	<u>% Women</u>
1997	6,636	521	7.9%
Forecast:			
1998	7,150	593	8.3%
1999	7,695	663	8.6%
2000	8,184	707	8.6%
2001	8,685	747	8.6%
2002	9,072	780	8.6%
2003	9,445	812	8.6%
2004	9,828	845	8.6%
2005	10,213	878	8.6%
2006	10,589	911	8.6%
2007	10,870	935	8.6%
% Change, 1997-07	63.8%	79.5%	

³ Unlike the forecasting method for the total prison population (see *Iowa's Forecasting Model*), the forecast for women was achieved through basic trend line analysis.

Midyear Prison Populations: Female Inmates Actual & Forecast



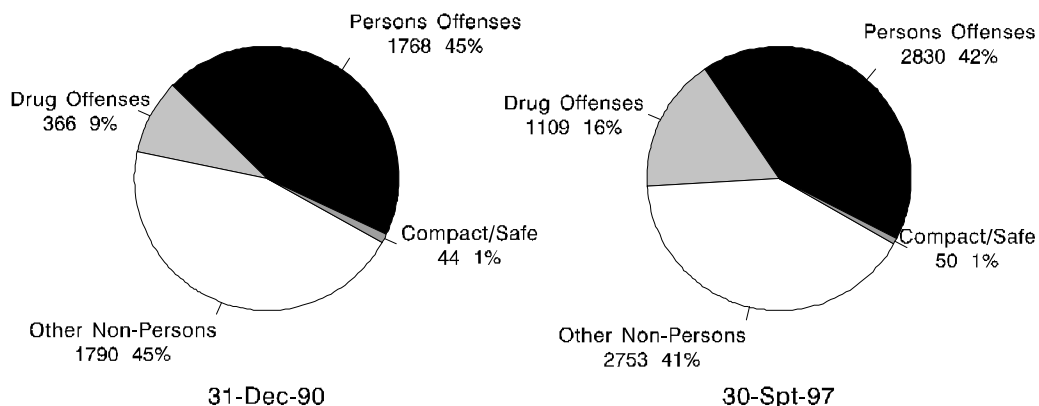
Female Inmate Prison Capacity & Overcrowding

Year	Prison Capacity	Population as % of Capacity
1987	127	103.9%
1988	127	105.5%
1989	127	142.5%
1990	150	136.0%
1991	150	147.3%
1992	150	144.7%
1993	260	100.8%
1994	260	118.1%
1995	260	151.9%
1996	260	171.9%
1997	260	200.4%
Forecast:		
1998	260	228.1%
1999	460	144.1%
2000	460	153.7%
2001	460	162.4%
2002	460	169.6%
2003	460	176.5%
2004	460	183.7%
2005	460	190.9%
2006	460	198.0%
2007	460	203.3%

SPECIAL FOCUS: INCREASE IN DRUG OFFENDERS

- **Increased Prison Admissions.** As stated previously, drug offenses were the most common offense among new prisoners admitted in FY97. Admissions for this offense increased by 73% between FY90 and FY97, which is faster than the observed growth of 31% in total new admissions. Most of the increase in prison admissions for drug offenses this decade occurred within the past two years.
- **Increased Mandatory Minimum Terms.** During FY97, 227 drug offenders were admitted to prison with mandatory minimum sentences which require one-third of the maximum sentence to be served prior to release. In comparison, 87 drug offenders admitted during FY90 received mandatory minimum terms.
- **Increase in Long Maximum Terms.** During FY97, 23 drug offenders were admitted to prison with maximum sentences of 25 years or more. Only one drug offender admitted to prison during FY90 received a maximum sentence of 25 years or more.
- **Increased Drug Offenders in Prison.** The chart below documents the cumulative effect of current drug trends on Iowa's prison population since yearend 1990. The number of drug offenders serving time in prison increased by about 203% between yearend 1990 and September 30, 1997, while the total number of prisoners increased by about 70%. While drug offenders made up about 9% of Iowa's prison population in 1990, they currently comprise about 16% of the inmate population.

Prison Populations By Offense Type
31-Dec-90 & 30-Spt-97



Source: ACIS, compiled by CJJP
Data are based on the most serious offense of incarcerated offenders.